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Report of the Mayor's  
Unemployment...

[San Francisco]

[1922]

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**REPORT**  
*of*  
**The Mayor's Unemployment  
Committee**

*of the*  
City and County of San Francisco

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WINTER OF 1921-1922

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A. B. C. DOHRMANN, *Chairman*  
CHARLES B. RUCKER, *Secretary*

REPORT OF  
THE MAYOR'S UNEMPLOYMENT COMMITTEE  
WINTER 1921-1922

San Francisco, Calif.

April 22, 1922.

Hon. James Rolph, Jr., Mayor,  
City and County of San Francisco,  
San Francisco.

Sir:

Inasmuch as the improvement in the general industrial, building and agricultural activities throughout the State has practically ended the acute unemployment condition which your "Mayor's Unemployment Committee" was appointed to handle during the winter months of 1921-1922, we are submitting herewith a detailed report of the manner in which the situation was handled, with a summary of tangible results, together with recommendations which in our opinion will reduce unemployment and its attendant problems to a minimum in the future, provided immediate steps are taken to put these recommendations into effect.

ORGANIZATION AND HURRIED SURVEY FIRST STEP

In order to determine the best method of handling the situation it was necessary, of course, for your committee to determine the extent of San Francisco's unemployment.

Past experience pointed out clearly that San Francisco's winter unemployment problem included practically all of Northern and Central California in its scope, and even conditions in Southern California were reflected in our metropolitan area. It was necessary, therefore, to make a hurried though thorough survey and to co-ordinate and secure the co-operation of State, County and municipal agencies, both public and private, throughout the territory mentioned. Consequently there was formed a working organization, State-wide in its functioning and effect, though using San Francisco as the centralizing point, as follows:

(1) Governor Stephens' Committee on Unemployment, under the direction of Walter G. Mathewson, State Labor Commissioner, in co-operation with Egerton Shore, member State Board of Control.  
(2) Pacific Coast Division of President Harding's Conference on Unemployment, under the direction of Mortimer Fleishacker, Federal Regional Director, co-operating with State Labor Commissioner Mathewson.

(3) The Mayor's Unemployment Committee, under the direction of A. B. C. Dohrmann, chairman, in co-operation with the City and County Government authorities and Chambers of Commerce of San Francisco, Oakland, Berkeley, Alameda, Richmond, San Jose, Stockton, Sacramento and Fresno; and of Los Angeles and other Southern California cities—all in turn under the direction of State Labor Commissioner Mathewson.

The general survey and activities were conducted by the State Labor Commissioner assisted by Federal Regional Director Fleishacker, while each of the larger cities proceeded with the organization of its local machine for handling the situation as units of the Statewide organization.

Because of the fact that San Francisco, Oakland and other east bay cities and the entire peninsula, including San Jose and Santa Clara, are one community, despite municipal and county boundary lines, the entire metropolitan area came largely under the direct activities of the Mayor's Unemployment Committee of San Francisco, therefore, while this report deals specifically with your committee's activities, it should be understood that the Statewide program of the State Commissioner of Labor contributed largely to the accomplishments of the Mayor's Unemployment Committee.

THE MAYOR'S UNEMPLOYMENT COMMITTEE

The specific duties assigned each unit of your committee were as indicated in the following program:

(1) STATE COMMISSIONER OF LABOR—Co-operating with Federal Regional Director; creating employment and co-ordinating cities' and communities' organizations; properly distributing employment and workers throughout the State as needed; keeping the Mayor's Committee informed on available jobs out of town for non-residents of the metropolitan area, thus relieving congestion of unemployed in the cities.

(2) THE MAYOR'S UNEMPLOYMENT COMMITTEE—Co-ordinating, centralizing and directing all unit activities in the metropolitan area; preventing

duplication, impracticable methods, and impositions of the unscrupulous, etc.

(3) SAN FRANCISCO CHAMBER OF COMMERCE—Jobs survey; co-operating with industrial and commercial employers to increase business, therefore jobs, at a profit to employer.

(4) SAN FRANCISCO AND OAKLAND FREE STATE EMPLOYMENT BUREAUS—Registration of applicants for employment; carefully determining the qualifications of each applicant, thus placing the right man or woman in the right job; co-operating with all social agencies, supplying employment instead of alms to able-bodied and thus preventing the unscrupulous from securing both employment and charity.

(5) SALVATION ARMY—Supplying food, shelter, physical cleansing, etc., for single men, "floaters," for a day or two and providing wood cutting to pay for the service, thus inspiring renewed courage and self-reliance in the unfortunate.

(6) AMERICAN LEGION (ALL POSTS OF COUNTY COUNCIL COMBINING)—Registering all unemployed ex-service men, and assigning them to work through the co-operation of the State Public Employment Bureaus.

(7) ASSOCIATED CHARITIES—Family relief; co-operating with all Jewish, Catholic and Protestant relief agencies.

(8) CITY AND COUNTY RELIEF HOME—Relief; also light work for partially physically incapacitated, in conjunction with Red Cross, Salvation Army and Associated Charities.

(9) SAN FRANCISCO CHAPTER AMERICAN RED CROSS—Ex-service men's family relief in conjunction with American Legion, Veterans' Welfare Bureau, etc., co-operating with State Employment Bureaus, Relief Homes, etc., in securing light work for partially incapacitated and in preventing impositions.

(10) BOY SCOUTS—House-to-house campaign for odd jobs for men and women, clean-up work, etc., acting as messengers for various units of the Mayor's Unemployment Committee.

(11) CITY AND COUNTY WOMEN'S CLUBS—Co-operating with all women's church auxiliaries, urging housewives, apartment house and hotel managers and tenants to provide additional employment; directing educational campaign for distribution of work in homes, apartment houses and hotels over twelve-months period.

(12) CLERGY OF ALL DENOMINATIONS—Lending active moral support to general campaign for additional employment.

### CO-OPERATING AGENCIES

The following organizations, in turn assisted by more than five hundred employers, in co-operation with the San Francisco Chamber of Commerce, supported the general campaign of the Mayor's Unemployment Committee:

San Francisco Commercial Club, San Francisco Advertising Club, Rotary Club of San Francisco, Up-Town Association, Down-Town Association, Mission Street Merchants' Association, San Francisco Machinery Dealers' Association, and other commercial clubs and associations.

Master Plumbers' Association of San Francisco, Master Plasterers' Association of San Francisco, Hellenic Association, Restaurant and Hotel Employers' Association, United Association Railway Employees of North America, and all railroad, street car, steamship and ferry companies operating in the metropolitan area.

Manufacturers' Indemnity Exchange, Masonic Temple Association of Fruitvale; Grand Court of California, Foresters of America; Royal Arch Masons; Grand Circle of California, Companions of Foresters; and other industrial, labor and fraternal organizations.

Presidio Golf Club and the Sierra, Abracadabra and University of California Clubs, Jewish Relief Federation, Salvation Army, Volunteers of America, American Rescue Workers, Young Men's Christian Association; Chinese Branch, Young Men's Christian Association, and the Mexican Blue Cross Society.

Mountain View Cemetery Association, Holy Cross Cemetery, Odd Fellows' Cemetery Association, the Seamen's Church Institute and other religious organizations.

San Francisco Tuberculosis Association, hospitals—public and private, Jewish, Protestant and Roman Catholic hospitals, orphanages and similar institutions.

### UNEMPLOYMENT SURVEY

Taking the position that every able-bodied male and female breadwinner wanted and deserved work, not "charity," your committee made a clearcut dis-

inction between employment and charity. So at the outset all physical and mental incapacitated charges of social agencies were classed as separate and apart from the ordinary unemployed, except where a relative could relieve the social agencies with funds earned as a result of employment created, and the incapacitated were turned over to the social agencies in accordance with the plan governing all units of the Mayor's Unemployment Committee. At the same time the committee, to be consistent, decided that all employment should be provided at a profit to the employer, that the committee should give the employer co-operation in increasing his business where possible, and in addition should assure him only qualified employes for the jobs created.

On this basis the unemployment survey of the metropolitan area, including the cities heretofore mentioned, was conducted by the San Francisco Chamber of Commerce, through its Employment Survey Bureau. The purpose of the survey was two-fold: (1) to determine the number of male and female resident breadwinners unemployed in the metropolitan area; and (2) to learn how public and private employers might best be assisted in creating additional work, therefore jobs, at no loss of efficiency but rather at a profit to employer and employe alike.

This survey was made during the period from October 15 to November 15, 1921, by Charles E. Rucker, secretary of the Chamber of Commerce Employment Survey, and was accomplished at very little cash outlay, through personal visits to heads of concerns employing large numbers of workers and by letters to other employers, commercial organizations, etc. The survey disclosed just how near each employer had approached actual "bedrock" in the reduction of employes and the reason for the reduction. This gave the Chamber of Commerce a working basis upon which to co-operate with the employers in removing or minimizing their "reasons" for reduced employment.

### BUSINESS STIMULANT ADMINISTERED

After determining the number of unemployed and the actual condition of industrial and commercial activities (data on number of unemployed and business conditions are given further on), the Chamber of Commerce Employment Survey Bureau, on November 15, 1921, began calling upon, either by personal visit or letter, approximately 7000 managers of factory, commercial, store, office, hotel, construction and other activities, urging them immediately to start providing the employment which they could create through the support of the various co-operative agencies of the Mayor's Unemployment Committee.

Assured by the Mayor's Committee that the employers would be protected from loss of efficiency, and further encouraged by the Chamber's offer to lend its assistance in enabling the employer to justify the increased employment through such reasonable co-operation as the Chamber could give, a very substantial increase in employment was quickly attained.

Numerous employers who had contemplated further reductions in their working forces were persuaded not to reduce their forces, but in many instances actually to increase the force. This improved condition was brought about: firstly, by helpful assurances of constructive co-operation by the Chamber of Commerce; secondly, by the realization of business men that they were only being urged to give employment on a practical basis of profit to the employer and employe alike, and were even being advised not to demoralize their business by providing unprofitable employment in the name of "charity"; and thirdly, by the generally improved business tone due to the practical methods inaugurated by the Mayor's Unemployment Committee.

This co-operative work continued through the winter months, thus providing work for thousands of deserving men and women breadwinners, who, otherwise, would have suffered along with their dependents, or even become objects of charity and a serious burden on the public purse. The Chamber of Commerce, therefore, saved the public heavy financial losses which would have resulted had not increased employment been provided. In addition, actually improved business conditions in the metropolitan area, enabled the breadwinners and their dependents to retain their self-respect and self-reliance.

### CENTRALIZING PLACEMENT OF BREADWINNERS

Next in importance to the employment survey and the systematic creation of employment by the committee was the centralizing of all orders for workers, to prevent duplication and attendant confusion, but particularly to assure employers of the right man or woman to perform the work provided and to have the employe on the job promptly.

The State (Free) Public Employment Bureaus of Oakland and San Francisco were selected as the central placement agencies, because of the staff

of well-trained placement experts maintained by them, as well as by reason of their excellent equipment for handling all placements. Too, the Statewide activities of these bureaus enabled them to send large numbers of unemployed to jobs outside the metropolitan area, a very important service that no other agency could render.

Every co-operative agency, and every employer, from factory manager to housewife, was instructed to place all orders for workers with the State Public Employment Bureau, and to be very specific in their requirements so that the placement clerks could assign only the right man or woman to the job. Aside from the common-sense attitude that economic waste should be avoided in preventing men and women accepting work for which they were not qualified, in their anxiety to secure employment, the seasoned placement experts knew that such disastrous practice was unnecessary, even from the standpoint of the unemployed. By properly grouping the jobs created and classifying the applicants as to qualifications, the placement clerks were prepared to present both the right job to the unemployed and the right worker to the employer. There was, therefore, no occasion for "misplacement."

This centralization of placement, besides preventing the disruption of industrial activities through wrong placements, saved the various social agencies and other co-operating units thousands of dollars in operating expense, for each agency attempting placement work would have incurred practically the same expense involved in operating the State Employment Bureaus. And, as proper placement requires years of study and practical experience the well meaning though incompetent "volunteer" and "emergency" placement clerks would have demoralized the situation rather than improved conditions.

### SOLICITING EMPLOYMENT CENTRALIZED

Centralization of the work of creating and providing employment is equally as important as the centralization of placing the workers. Therefore, the solicitation was divided into two departments; all industrial and commercial activities, including building, etc., were handled by the Chamber of Commerce Industrial Survey Bureau, under the direction of the chairman of the Mayor's Unemployment Committee; City, County and State street and road work, building and other public improvements were handled directly by the Mayor's Committee secretary, while work around the homes, apartment houses and hotels was handled by the women's organizations and the Boy Scouts under the direction of the secretary of the Mayor's Committee. In this manner duplication of effort, unreasonable requests for emergency employment and annoyance to busy men and women who were already giving the matter their close attention, were avoided.

In every effort toward increasing employment the Mayor's Unemployment Committee discouraged wasteful "emergency work," and stressed the importance of providing only such work as could be performed profitably, whether the employer was a private concern or a City, County or State department. The committee made no attempt to adjust wages and hours, but confined its activities to providing employment under existing conditions.

The committee took the position that every able-bodied man and woman breadwinner was entitled to employment, and, therefore, made no distinctions, except that family breadwinners took precedence over single men and women, and ex-service men were likewise given preference, all things being equal. Because of the peculiar problems of the former service men, however, an ex-service men's bureau was established under the direction of the San Francisco County Council of the American Legion, in co-operation with Legion posts, World War Veterans, Spanish-American War Veterans, Grand Army of the Republic and all other patriotic organizations.

The Ex-Service Men's Bureau determined the genuineness of the qualifications of ex-service men as to patriotic service, governmental compensation, training privileges etc., but placed all men to work through a placement clerk at the Employment Bureau, paid for by the San Francisco Chapter of the American Red Cross. The manager of the bureau maintained headquarters at the City Hall, working under the direction of the secretary of the Mayor's Committee, and co-operating with the Veterans' Welfare Bureau through the Red Cross Home Service Department in the matter of family relief, etc. The bureau manager also assigned ex-service men to temporary street and park work provided by the City and County Board of Supervisors, while the State Employment Bureau was arranging to place them in more permanent employment.

Unfortunately, the publicity given the nominal amount of temporary employment provided by the Supervisors caused ex-service men "floaters" to

flock into San Francisco from distant communities and, as a result, work originally provided for San Francisco ex-service family men was shared largely by the single "floaters," many of whom refused to accept more permanent work provided for them through the co-operation of the State Employment Bureaus. The majority of these visitors seemed to prefer only a day or two of city work and to remain idle the remainder of the week, rather than accept more permanent work offered them both in the city and outside the metropolitan area.

### SOCIAL AGENCIES' FUNCTIONS

As outlined in the general program above, all social agencies were co-ordinated, striving together to prevent duplication of effort, repetition of work and impositions by the unscrupulous. Through their close co-operation with the State Public Employment Bureaus all social workers were in a position to reduce materially the number of their charges by referring all able-bodied applicants for aid to the State Bureaus, thus giving the Mayor's Committee the opportunity to provide the needy with employment, thereby obviating the necessity for giving alms.

Through their co-operation the social agencies likewise were in a position to segregate properly the applicants for aid, sending Jewish applicants to Jewish societies, Roman Catholics to the Roman Catholic relief agencies, ex-service men's families to the Veterans' Welfare Bureau or to the American Legion relief agents, or to the Red Cross, elderly men to the Relief Home, and so on.

This plan also relieved the social agencies of the expense and care, either entirely or partially, of a great many semi-invalids, hospital convalescents and feeble elderly men through the co-operation of the Salvation Army Wood Yard and the City and County Relief Home. The Salvation Army, as pointed out in the program, has provided light work in hundreds of cases, and the Relief Home, in addition to its regular activities, furnished light work and part-time work for semi-invalids and many single and family men, while the weak were regaining their strength and the Employment Committee was engaged in finding employment best suited to each individual. (Tabulated data on cases handled, etc., will be found in recapitulation.)

### RECAPITULATION

The general survey of the unemployment situation made by this Committee proves conclusively that the recurring unemployment condition in California during the Winter months is due more to the slump of seasonal employment in the fruit, vegetable and nut and general crop harvesting, as well as in fruit, vegetable and fish canneries, than to national general conditions. In fact, while the condition was quite serious here during the past Winter, it was no more so than in the Winter of 1920-1921, while the conditions in the Eastern States was far more serious than in the Winter of 1920-1921. It is evident, therefore, that California's employment problems are peculiarly local, though all Pacific Coast business is affected by national conditions.

The slump in California's Oriental trade affected the employment situation. Certain needle-workers and other manufacturers of non-perishable goods, employing large numbers of women and girls, reduced their forces in anticipation of a hoped-for decline in the cost of both labor and materials—a hope not realized. These causes, however, are hardly to be considered with the regular seasonal employment slump. It may be stated here, though, that the effect of the general campaign for employment was reflected in a healthy tone in commercial circles and in the stores, and this provided much temporary employment for women and girls relieved from the manufacturing industries mentioned.

Facts gathered by the survey, however, point to the possibility of reducing the State's recurring Winter unemployment to a negligible minimum through perpetuating the Statewide organization and activities of the past Winter. General business conditions during the Winter months in the metropolitan area and its attendant evils can be reduced to a minimum through the continuation of the Mayor's Unemployment Committee, with its co-ordinated agencies, as a unit agency of the Statewide organization. Any deviation from the plan as carried out during the past Winter by this committee would prove a serious mistake, in the opinion of your committee, and would tend to demoralize rather than help the situation.

## COUNTING THE UNEMPLOYED

The survey disclosed that a vast majority of the unemployed in the metropolitan area was congested in San Francisco and Oakland the latter part of October. San Jose and Santa Clara had comparatively few unemployed at the close of the fruit packing season, due largely to the fact that a vast majority of those working in the fruit and packing industries in the Santa Clara Valley were resident school girls and boys and their mothers; the school children returned to their Fall term of school while the mothers resumed their household duties.

Palo Alto, Redwood City, San Mateo, Burlingame and South San Francisco had no serious unemployment; the unemployed had gathered in the two principal Bay cities. The unemployed from Vallejo and adjacent territory, as well as from the other small towns in the district, were, therefore, included in the San Francisco-Oakland army of unemployed.

The survey was made by checking with manufacturers and other employers, as already stated, and through a careful study and comparison of records of State, County and municipal officials, employment bureaus and social workers, and was probably as accurate as it is humanly possible to make it. The survey showed in round numbers 12,000 idle breadwinners in the entire metropolitan area, although this number is less than the figures given general publicity.

The common report of a greater number of unemployed was doubtless due largely to the confusion caused by the reduction of laborers in the shipbuilding industry and partly due to repetition of displacement reports of different agencies. For example, labor for the shipbuilding industry was recruited from the ranks of the building and other trade mechanics, clerks, office men and women, street car operators and laborers, and in fact from almost every walk of life; hundreds of them came from the rural districts of this and adjoining States. The majority of those workers returned to their former fields of activity, although many were included in the figures given above.

Certain social workers, alarmed over their own peculiar problems and charges assumed that other organizations were having the same experience. As they viewed the possibilities of "what might be" during the Winter months, they saw in numbers not justified by facts in the case; a very common error throughout the nation.

## CONDITION OF THE UNEMPLOYED

Included in the 12,000 unemployed breadwinners was the regular "turnover," which, as employers and labor agents know, exists all the year round, regardless of labor or industrial conditions—the casual laborer, those changing from one job to another, others holding out for better wages or more pleasing conditions, or for other personal reasons which were no legitimate element of the general industrial life of the community. The turnover represented at least 4000 of the total unemployed, who did not enter into the actual condition to be considered. Shortly after the survey was made the unemployed total was increased 1500 by the final closing down of shipbuilding activities.

Of the total number of unemployed, 1200 were women and girls wholly or partly dependent upon their own efforts for the necessities of life; scores of them had others either wholly or partly dependent upon them for their living. It was true that hundreds of these women and girls could have found asylum with parent or other relative in their former homes beyond the Bay region, but, as they were very necessary to the industrial life of this community in normal times, they could not have been consistently asked to leave during a slack period.

Approximately 1900 of these idle breadwinners were penniless, or dangerously near that state, and more than 400 were foreigners, seasonal laborers, who had been objects of charity during the Winter months for several years.

The actual number of jobs necessary to meet the demand for the resident unemployed for the Winter was 9800. The unemployed army was later increased by about 3500, however, due to the unfortunate publicity given to activities of "emergency agencies" in Oakland and the publication of San Francisco park work plans. A majority of the newcomers gathered in Oakland. As the machinery of the Mayor's Unemployment Committee gradually got under way, employment for this army of unemployed was met, slowly at first, though increasing rapidly in effect, with the result that by careful, concerted action work was provided before the finances of the unemployed were reduced to that state which would justify the charitable organizations taking them over as legitimate charges.

## EMPLOYMENT PROVIDED

The tabulated figures and placement statements following include all lines of commercial work for men and women, as well as the trades and common labor for men, domestic and other kinds of employment for women and girls. The figures given below are taken from the records of the State Employment Bureaus of the Bay region and from the Community Placement Bureau (a non-profit agency, co-operating with this committee), direct employment by employers, commercial school placement, and through fee agencies, although patronage of the fee agencies was not encouraged, experience proving the Free Public Employment Bureaus the logical placement agencies.

The increase in the number of jobs provided during the Winter of 1921-1922 over the number placed during the Winter of 1920-1921, particularly stresses the importance of organized and systematic handling of the employment situation when it is borne in mind that, although the closing of the shipyards in the Bay region did not add materially to the unemployed army, for reasons stated above, the closing did remove a source of employment which during the Winter of 1920-1921 gave work to probably 3000 persons, who, during the past Winter, had to be employed elsewhere. In other words, your Committee was faced with a handicap of 3000 jobs not in existence the past Winter which were available the previous Winter.

## ITEMIZED STATEMENT OF PLACEMENTS MADE

In the tabulated figures below the placing of members of trade unions by the unions themselves, independent of employment bureaus, is not stated because of the inability to secure accurate figures or estimates, but all trade union members placed through the regular employment bureaus are included. This does not affect the general purposes of comparisons, however, as the same condition obtains during both Winter periods cited. It is significant, however, that prominent labor leaders have gone on record here this Winter in advocating that labor organizations clear all placement through the State Free Employment Bureau, while co-operating with their respective members as usual in securing employment.

## PLACEMENTS—PUBLIC EMPLOYMENT BUREAUS SAN FRANCISCO METROPOLITAN AREA SAN FRANCISCO

Nov. 1, 1920, to March 31, 1921				Nov. 1, 1921, to March 31, 1922			
Men	Women	Total		Men	Women	Total	
November 1916	606	2521		November 1045	621	1666	
December 1143	423	1566		December 1044	579	1623	
January 629	483	1112		January 1006	725	1730	
February 728	432	1170		February 943	706	1649	
March 1168	665	1723		March 1807	773	2580	
5684	2608	8092		5644	3404	9048	
OAKLAND							
November 1434	627	1961		November 1034	330	1364	
December 787	481	1268		December 1043	309	1352	
January 588	464	1052		January 990	329	1319	
February 662	413	1065		February 816	394	1210	
March 1086	488	1574		March 1340	623	1863	
4517	2373	6890		5223	1885	7108	
SAN JOSE							
November 596	23	625		November 630	29	659	
December 425	38	463		December 480	14	494	
January 382	49	431		January 489	26	515	
February 385	30	415		February 396	20	416	
March 679	47	726		March 688	43	731	
2467	193	2660		2683	132	2815	
Totals 12568	5074	17642		Totals 13760	5421	19171	
12550	—	12550—Est. Placement YMCA & Sal Army 11-1-20-3-12-21		13750	—	13750—Placements by Fee Agencies 11-1-20-3-12-21	
13222	4361	17583		4922	—	4922	
Totals 27047	9435	36482		13750	5421	19171	
Totals as above—11-1-21 to 3-31-22				11829	4922	16751	
Fee Agencies—11-1-21 to 3-12-22				1008	—	1008	
Oakland Mayor's Relief Committee—11-1-21 to 3-12-22				1040	—	1040	
Salvation Army and Y. M. C. A.—11-1-21 to 3-12-22				3894	—	3894	
Ex-Service Men's Dept., State Pub. Emp. Bureau—11-1-21 to 3-31-22				33599	10343	43942	
Ex-Service Men placed on City Emergency Work—11-1-21 to 3-31-22							
RECAPITULATION							
Season	Men	Women	Total	Season	Men	Women	Total
1920-1921	27047	9435	36482	1921-1922	33599	10343	43942

As shown by the above tabulation the total number of women and men provided with employment in the metropolitan area during the winter of 1920-1921 was 36,482, while the total for the winter of 1921-1922 was 43,942—that is, jobs were provided for 7460 more breadwinners during the past winter than during the winter of 1920-1921.

Temporary and permanent jobs for women were provided during the winter of 1920-1921 to the total of 9435, while during the winter of 1921-1922 the number of women's jobs provided was 10,343—an increase over the previous winter period of 908.

Private employment agencies, charging a fee, placed 17,590 men and women during the winter of 1920-1921 while during the winter of 1921-1922 the private fee agencies placed only 16,751, or 839 less than the number placed by them the previous winter.

The decrease in private fee agency placements, although the number of jobs available greatly increased during the winter of 1921-1922, was due to the intensive campaign of the Mayor's Unemployment Committee to centralize all placement in the State Free Public Employment Bureaus, for the triple purpose of co-operation, guarantee of efficiency of workers and reliability of employer, and the saving of the employment fees for the needy workers.

The records show that the State Public Employment Bureaus in the metropolitan area, in addition to their usual fee service to breadwinners, saved \$299 new patrons the cost of employment fees during the past winter. The reports of the private fee agencies show that fees charged the breadwinners securing employment through them exceeded \$10.00 per job, but to be extremely conservative it is estimated that the \$299 mentioned above would have paid an average of \$5.00 per job. This makes a total of \$41,495.00 saved these needy breadwinners through the State Employment Bureaus' co-operation with the Mayor's Unemployment Committee. In addition to the above figures, however, the State Employment Bureaus placed 15,806 men and women, who had previously learned to secure jobs through the public bureaus instead of the fee agencies, or a total of 24,106 in the metropolitan area, which, conservatively estimated, shows a saving to wage earners for the winter period of \$72,315.00.

## SOCIAL WORKERS' ACTIVE CO-OPERATION

As evidenced by the splendid work of those organizations during the past winters—and throughout the year, it should be added—the social agencies of San Francisco are well organized and co-ordinated, and have long been functioning in a most satisfactory and effective manner. Heretofore the social agencies have devoted much of their time and services to seeking employment for the unemployed as well as to performing their own duties of providing food, clothing, shelter, medical attention, etc., for the unfortunate.

To enable these philanthropic organizations to function as charitable institutions during the past winter, the task of making the employment survey, creating employment and placing the needy men and women on work sufficient to meet their needs, was separated and placed in the hands of the active employment committee and its co-operative sub-committees. Thus the social agencies were not only relieved of their arduous task of finding employment for the needy, but in addition thereto were given more time to serve carefully and economically their legitimate charges, the physically and mentally handicapped, and more speedily and satisfactorily to serve extreme emergency cases.

The excellent service rendered by social agencies during the past winter months in co-operation with the Mayor's Unemployment Committee is exemplified by the reports of the San Francisco Chapter of the American Red Cross and of the San Francisco County Council of the American Legion, which follow:

### SAN FRANCISCO CHAPTER—THE AMERICAN RED CROSS

Early in the fall of 1921, it became manifest that the problem of handling the unemployed was far too great for the Home Service Section of the American Red Cross. Accordingly the various Relief Organizations were called into conference. San Francisco Chapter American Red Cross made a liberal appropriation to meet the emergency, and a plan was worked out whereby the superintendent of the Relief Home whereby unemployed ex-service men were to be referred to him for employment. The wage paid was \$3.00 per day for six hours' work. This wage was determined upon to give the men sufficient to maintain themselves and also to encourage them to find permanent employment. Single men were given two days' work each week, and men with dependents were given an additional day for each dependent. Home visits were made where men had dependents in order to see that adequate relief was given. Medical care was furnished where illness was found. Clothing was provided and in some instances furniture was purchased. Special effort was put forth to find permanent positions for the men with dependents. It is hoped with a little supervision, these families will again be self-sustaining.

The Associated Charities, Hebrew Board of Relief and Salvation Army were notified of the work being done by the Red Cross, and splendid co-operation was received from these organizations. Duplication of work was avoided. It likewise prevented applicants from receiving assistance from more than one welfare organization.

Every effort was made to avoid publicity, nevertheless, it was observed that men were coming in from all parts of California. It is also interesting to note that of the 864 ex-service men who were assisted during this unemployment period 423 were from other States, and were in San Francisco from one day to less than six months. Many of these men were in the various military camps on this coast while in the service and were attracted here by our mild climate, when work failed in their own communities. Of the 297 married men, only 113 had families living in San Francisco. This shows to a great extent that the destitute population was not confined to single men alone. As the daily number of men increased so rapidly, it became necessary to limit the work permits to men who presented satisfactory proof of military service, and who were residents of San Francisco at least six months.

During the month of February this city made an appropriation for unemployed men. The wage was raised from \$3.00 to \$5.00 per day. This greatly handicapped our work in permanent placement as the wage paid for common labor is from \$3.00 to \$4.00 per day at the present time. The majority of applicants to this department could only be classed as laborers.

Permanent placements were made through the American Legion Employment Department and the Red Cross representative under the direction of the Mayor's Unemployment Committee and in co-operation with the State Employment Bureau. These placements were carefully made, always keeping in mind to fit the man to the job, thereby satisfying the employer and gaining his confidence; also placing the man in a position which he was qualified to fill. Following is a report of activities for the period December 20, 1921, to March 20, 1922:

Total number of applicants sent to Relief Home for employment this winter, 864. (In addition to the relief work, all of these men were referred to the American Legion and the California State Employment Bureau for permanent placement.) It is interesting to note that 837 men a day were sent to the Relief Home during the previous winter.

The Mayor's Unemployment Committee rendered valuable service in sending information in regard to public buildings in the course of construction and contracts about to be let throughout the State; also data on new highway contracts with details of work and names of contractor's name and address. This service was very helpful in referring the unemployed where they could find out-of-town employment by communicating with these contractors.

The above report deals almost entirely with able bodied ex-service men. Disabled ex-service men who are out of employment and whose cases are pending approval in the Veterans' Bureau are primarily the responsibility of that department. Section of the American Red Cross and will continue to be served by this department.

(MRS.) HATTIE GEIST REEB.

Secretary Home Service Section San Francisco Chapter A. R. C.

### SAN FRANCISCO COUNTY COUNCIL AMERICAN LEGION

No real data bearing on this bureau's operations for the winter of 1920-21 is available, as the tentative reports made out at that time would not give us a fair comparison of the work done during that period. However, since taking over the work as manager of the American Legion Employment Bureau for the winter of 1921-22, I submit the following reports, which will show the actual number of men who came in contact with this office; also remarks and recommendations:

	Men Registered	Men Placed Permanently
Skilled	647	136
Unskilled	232	109
Clerical-Tech.	232	106
Total	2092	712
Ex-Service men referred to 31st and Juda Streets	536	
Ex-Service men referred to park work	3401	2987
Ex-Service men placed by Public Employment Bureau		1040
Total number of men placed		6689
Men referred to Red Cross	877	

The American Legion Employment Bureau in November, 1921, was doing all in its power to cope with the unemployment of ex-service men with a personnel of two. While this force was inadequate to cope efficiently with this great problem we were able to place a number of unemployed ex-service men.

Shortly following this period the Red Cross took over relief work, at the Relief Home, under the supervision of C. M. Wollenberger.

Our report shows that 877 men were referred to the Red Cross for this work. We find that while \$3.00 that it was adequate as a relief measure to take care of the situation. With the advent of the Park appropriation and \$5.00 per day, it had a tendency to increase rather than to solve the problem because of the publicity given. The result was to influx ex-service men from all parts of the United States. We feel that an appropriation of this nature should be permanent if \$5.00 is paid and the men working should be required to provide for their families. However, through the splendid efforts and co-operation of Mr. Rucker of the Mayor's Unemployment Committee and the Chamber of Commerce Labor Survey in lining up all the different welfare organizations and centralizing the work we were able to cope with the situation. It is necessary here to emphasize the fact that when an appropriation is raised that the organization registering and placing men be given time to formulate a plan so that the work can be done more efficiently.

The able and hearty co-operation of the Public Employment Bureaus was much felt and appreciated by this organization.

It is well to state here that the work of the Mayor's Unemployment Committee is of such an important nature that it should continue through the summer months,



gathering data and other material on the unemployment problem so that when the acute unemployment season is upon us we will be organized and in a position to prevent a recurrence of the experiences of the late winter and in a general manner to decrease unemployment very materially.

This report does not propose to take in ex-service men only, but all human beings who may be unfortunate enough to be placed in such a predicament.

Realizing that unemployment is a very large as well as a very grave problem for the State of California and the United States we feel that it has been a pleasure to have served in some small way to lessen the general distress.

R. J. FRASER,  
Manager American Legion Employment Bureau.

The Relief Home, maintained by the taxpayers primarily as a haven for elderly, feeble men and women in addition to caring for the physically and mentally helpless rendered excellent service during the acute unemployment period in providing temporary, part-day employment for convalescents from hospitals, etc., while they were regaining sufficient strength to perform regular and more strenuous labor. Superintendent Wollenberg and his staff further contributed materially to relieving conditions by providing certain short-time work for many family breadwinners while more permanent employment was being arranged for them. This temporary work provided at the Home relieved the Red Cross, the Associated Charities, the American Legion and other social agencies of much care and expense throughout the winter.

The Jewish organizations, in addition to taking care of the unfortunates of their own race through their many splendid philanthropic institutions, also gave helpful assistance to the Mayor's Committee in other ways. These organizations used their own personnel and co-operated with the State Public Employment Bureaus, the Community Placement Bureau, and in other ways secured employment for deserving breadwinners, under the general direction of I. Irving Lipsitch, superintendent of social service.

Detailed statements of the activities of the Relief Home, the Federation of Jewish Charities and the Bureksa Benevolent Society, as well as the principal Roman Catholic relief agencies, were not available in time to be included, in this report. The above statements from various co-operating social agencies, however, are typical of the co-operation and service rendered by all organizations that joined in the organized effort to help the army of unemployed men and women in a wholesome, helpful, economical and constructive manner throughout the winter.

## CONCLUSIONS

Your Committee wishes to point out the following significant phases of its program in handling the unemployment situation:

### Emergency Appropriations Discouraged:

No emergency appropriations of any kind whatsoever were asked from either public officials, private concerns or individuals by your Committee; nor were any new "emergency committees" organized or encouraged. On the contrary, each attempt at organizing volunteer "emergency committees" was discouraged. Those contemplating such emergency relief agencies were shown how the service they hoped to render was being systematically and economically taken care of by trained men and women in the regular organizations, who were already co-operating with your committee. Thereby useless expense, duplication and even impositions were eliminated, and the regularly operating (permanent) organizations were saved the confusion usually attending activities of well-meaning though inexperienced "volunteer workers."

Each co-operating agency handled its part of the general unemployment campaign through its regular channels and regular staff. The San Francisco Chamber of Commerce financed its unemployment survey and the creating of additional employment. The State Public Employment Bureaus financed the placement of men and women on the work secured, and in addition to supplying telephone toll, telegraph and postage service, office room, desks, etc., the entire personnel of the bureaus rendered personal service. The Red Cross, however, paid the monthly salary of the ex-service men's placement clerk at the Employment Bureau.

The Red Cross, Associated Charities, Salvation Army, Relief Home, Y. M. C. A., Jewish Relief societies, and so on, financed their respective operations. The ex-service men's activities were financed partly by the various parts of the County Council of the American Legion, although the Red Cross contributed liberally in both funds and service. In this connection it should be added that the only emergency appropriation made during the winter was that of the San Francisco Board of Supervisors, who expended certain funds for emergency street and park work for ex-service men and who transferred certain other available funds to the use of the Relief Home and the Associated Charities.

### Employment Based on Efficiency and Profitable Service:

As a result of asking employment only on a basis of efficient and profitable service, rather than "anything in the name of charity," your Committee enlisted the active co-operation of employers. Housewife and manufacturer, hotel owner and merchant prince, steamboat captain and railroad president joined in giving their personal attention to producing odd jobs, and many permanent jobs, for deserving breadwinners, at a profit to both employer and employee. The former general practice of asking the employer's co-operation "in the name of charity" and without assuring him of anything but the privilege of paying the bill, never did, nor could it be expected to, receive his active, personal co-operation.

### Millions, Available, Could Not Be Used:

Millions of dollars were available for State, County and City work throughout the State during the past winter, but this money could not be economically expended on short notice to relieve the situation. By preparing the work in advance of the season this year these funds can be used at no loss of production or efficiency in providing employment next winter.

### Governments Reports Show Results of Committee's Work:

That the plan carried out by your Committee was effective is evidenced by the fact that a fraction over 12 per cent more jobs were provided during the past winter, despite the closing down of the shipyards and similar activities, than were available during the winter of 1920-1921, and that on a basis of efficiency satisfactory to employers. The Associated Charities and other agencies report that many of their charges during the months of February and March of 1921 are employed at the present time, and they anticipate much more speedy relief in that direction, notwithstanding the fact that weather conditions are less favorable for outdoor work this season than last—an increase of employment not due altogether to national improvement in agricultural and industrial pursuits.

The report of the United States Employment Service shows that California leads every State in the United States in the number of jobs provided for breadwinners during the winter months, a most gratifying record when it is considered that New York, Chicago, Boston, Philadelphia and other cities rank outnumbering San Francisco in population rank far below this city in providing employment during the acute period.

### Practicable, Constructive Co-operation Given:

The following letters express the sentiment of the trained employment officials of the Bay region toward the co-operation of the Mayor's Unemployment Committee:

#### EMPLOYMENT BUREAU OF SAN FRANCISCO COUNTY COUNCIL OF

The American Legion  
Department of California  
218 Exchange Block—369 Pine Street

H. G. Mathewson  
Commander

H. B. Monjar  
Sec'y-Treas.

San Francisco, Cal., March 8, 1922.

Mr. Charles B. Rucker, Sec'y.  
Room 218 City Hall,  
San Francisco.

My dear Mr. Rucker:

We feel that it is incumbent upon us to thank you for the hearty co-operation which we have received through the Employment Survey of the San Francisco Chamber of Commerce, as well as the Mayor's Unemployment Committee. We feel that it is largely due to your efforts that we have been able to centralize the work of placing unemployed ex-service men in San Francisco, for the past few months. We also feel that had your advice been taken in the handling of all of this work from the very beginning that we should have been able to have done more efficient work.

In closing we will say that we appreciate your efforts in our behalf, and you may be assured of our hearty co-operation in the future.

Yours very truly,

(Signed) R. J. FRASER, Manager.

RJF-EKR

#### WOMEN'S DEPARTMENT SAN FRANCISCO PUBLIC EMPLOYMENT BUREAUS

San Francisco, March 6, 1922.

Mr. Charles B. Rucker,  
Sec'y Mayor's Unemployment Committee,  
San Francisco, Cal.

Dear Sir:

The Women's Department of the State Employment Bureau wishes to thank you for your earnestness in advertising and placing before the clubs of this city the work of the Bureau.

I feel that you have been directly responsible during the winter months, for increasing our placements over last year's records to the extent of 33.1-3 per cent.



Each city unemployment committee would co-operate with city and county officials in laying out certain winter work, while the industrial committees, chambers of commerce, etc., would co-operate with private industrial and commercial activities in preparing in advance for certain work. In fact, the entire organization of each city unemployment committee would prepare for the winter months in advance, through the plan proved out by the Statewide organization during the past winter. All city unemployment committees would in turn co-operate with and centralize through the State Employment Board.

The organization now perfected will have the very obvious advantage over its past winter activities of beginning to plan for the winter months five months in advance, instead of waiting until the acute situation has arrived. In fact, by taking proper action in advance of the season, as pointed out, the acute conditions experienced during the winter months heretofore will be reduced to a minimum in the future. In addition to providing employment for deserving breadwinners, thus stimulating business in general, the Statewide organization's activities should reduce to a minimum impositions upon the charitably inclined and make the eradication of the professional vagrant a comparatively easy problem. More than \$87,000,000.00 was available for State, County and city public work during the acute unemployment period of the past winter, but a very insignificant amount could be expended due to the need of the organization and plans as above outlined for the present year.

In conclusion your Committee offers the following suggestions:

(1) Immediate steps to assure the continuation of the Mayor's Unemployment Committee's present organization, each unit being held in readiness for early action as outlined above.

(2) Official endorsement by the Mayor and the Board of Supervisors of the State Employment Board plan, as outlined, with official recommendation that the Mayor's Unemployment Committee pledge its active co-operation to the State Labor Commissioner under the existing arrangement.

(3) That in the future the organization of "emergency committees," emergency "plans" and "theories" of the inexperienced to deal with serious industrial problems be discouraged, and that "emergency appropriations" be avoided as far as possible, rather solving these problems through the co-operative activities of experienced agencies and individuals only. Otherwise economic waste, and demoralization of industrial conditions and of the people affected, will likely occur.

(4) That publicity of all relief and remedial measures be avoided, other than that to which the press is entitled as legitimate news. Particularly should the publication of funds appropriated and emergency work provided be discouraged.

Respectfully submitted,

THE MAYOR'S UNEMPLOYMENT COMMITTEE,

A. B. C. DOHRMANN, Chairman

CHARLES B. RUCKER, Secretary

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TITLE